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8 May 1951

TO: ADDA (s)
FROM: Task Force
SUBJECT: Covert Administrative Support Problems

I. Problem

To establish administrative support principles and facilities necessary to provide adequate and timely support for Agency commitments.

II. Discussion

The present problems involved in the furnishing of administrative support to covert operations divide themselves into two categories: (1) Fundamental concepts requiring top level recognition and policy definition; and (2) Separate, immediate issues susceptible to the task approach. The first is discussed in Mr. []'s memorandum attached hereto under Tab A. The second is attached hereto as Tab B in the form of a list of administrative tasks.

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III. Recommendations

It is recommended: (1) That the basic issues discussed under Tab A be brought to the attention of appropriate senior officials with recommendations for attack; (2) That the tasks listed in Tab B be assigned to the Task Group, and other groups as appropriate, to study and make positive recommendations for action.

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Attachment A

SUBJECT: Basic Problems Affecting Support of Covert Operations

1. Introduction

a. The covert operational field is so shrouded in cloak and dagger atmosphere and American experience is so limited that certain half truths and false assumptions have become accepted as facts. The history of American participation in this field during and since World War II is replete with examples of confusion, frustration, inefficiency, insecurity and incompetence. Much of the remedial action has been palliative in nature, tending to relieve the symptoms rather than rectify the basic causes. This generally unsatisfactory state of affairs may continue unless a successful effort is made to isolate, analyze and provide effective solutions for many of the peculiar problems incident to covert operations.

b. To solve these problems it is most important that both operators and administrators understand the complex nature and full scope of their respective responsibilities and recognize the following basic concepts:

(1) In covert operations every possible effort must be made to increase impact at the point of operation since that is the payoff.

(2) Unlike most other types of activity, it is impossible to provide direct support or supervision at the point of operation.

(3) Action at the point of operation is usually taken by an agent who is neither a staff employee nor an American citizen.

(4) It is incomparably more difficult to locate, screen, security check, recruit, train, supervise, control, pay and discharge a covert agent than a staff employee.

(5) Since covert operations have such a highly explosive potential (for good or bad) it is unjustifiable to undertake operational commitments unless operational capabilities provide a reasonable chance of success.

(6) Since covert operations are so difficult and involve the taking of calculated risks, they require better planning and more adequate support to obtain an acceptable chance of success.

c. The following paragraphs outline three basic problems which, if effectively solved, would enable the administrative and service units of CIA to provide more adequate and timely support to covert operations. This is not a criticism of operators or administrators but a

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frank recognition of the inherent difficulties in covert operations and the complications produced by rapid expansion of activities under external pressures.

2. Basic Problems

a. To provide adequate and timely logistical support (men, money and materiel) to meet covert operational commitments. This includes the following subordinate problems:

(1) To provide the administrative and service units with an accurate estimate of the amount, scheduling and location of logistical support required to meet:

- (a) Currently approved projects
- (b) Anticipated expansion of approved projects
- (c) Anticipated requirements for new projects
- (d) Stockpile requirements for cold and hot war

(2) To provide the operating offices with a phased estimate of the capabilities of the administrative and service units to provide logistical support.

(3) On the basis of (1) and (2) determine whether the span between operational commitments and support capabilities is within acceptable limits -- if not, determine extent of action required:

- (a) To increase support capabilities
- (b) To eliminate marginal or low priority projects

(4) To determine whether covert operating offices should be prepared to handle emergency projects and targets of opportunity -- if so, devise method of operation and organization of logistical facilities to render adequate and timely support for that type of undertaking.

b. To devise and establish effective schedules and procedures to carry out the Director's instructions for the progressive "meshing" of the covert operating offices. This includes the following sub-problems:

(1) With the arrival of five Senior CIA Representatives at their overseas stations, it has become apparent that more adequate arrangements should be made not only to provide the Senior Representatives with both the routine and special support which they will require but also to take full advantage of the leadership, coordination and other assistance which they can provide to the OSO and OPC Chiefs.

(2) In the Senior Representatives, CIA has actually established a mechanism for unified command overseas but there is no mechanism for similar unification at the working levels of this headquarters.

e. Recent developments have created an urgent need for clarification and coordination of project review procedures at both the agency and office levels. This involves review, analysis and specific recommendations pertaining to scope, functions, staff requirements, policies and procedures of the CIA Project Review Committee, Covert Coordination Committee and project review facilities of the covert offices.

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Attachment B

SUBJECT: Task Problems of Administrative Policies and Procedures -
Covert

1. The Task Force has formulated or had referred to it various distinct problems involved in the support of covert operations. They are of such varied nature, magnitude and import as to make advisable their review prior to further action.

2. The problems identified and described briefly in the list below are, we believe, susceptible to solution through the "task" approach.

a. Establishment of Logistic Support Targets. Devise a mechanism for determining the logistic requirements (men, money, and materiel) for the support of existing and projected covert operations plus a stock pile which would provide ready means for attack on targets of opportunity. Establishment of such a mechanism will require delegations of responsibility to various offices for taking positive action for the creation of facilities and build up of the logistic strength determined to be necessary for both the support of present and projected operations and the creation of the flexible reserves.

b. Survey of Agency Training Facilities. Comprehensive survey of the status of training throughout the Agency to determine in conjunction with a. above the additional or alternate training programs and facilities which should be established to furnish the trained manpower to support Agency commitments.

c. Survey of Financial Support Policies and Facilities.

(1) Comprehensive review and analysis of the Confidential Funds Regulations and preparation of a recommended listing of substantive changes and amendments thereto.

(2) Clarification of the functions of the Coordinating and Contracting Unit and determination of those facilities and personnel required to perform these functions.

d. Determination, as Agency Policy, of Principle Respecting the Rights, Privileges, and Benefits of Employees and Agents. An original presentation has been made of a statement regarding the rights, privileges, and benefits but there is required a full consideration of the paper and ultimately it's approval.

e. Security Standard to be Observed in Rendering Administrative Support.

(1) Development of operational security standards and criteria governing the maintenance of administrative support records,

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accounts, and related data covering covert project and agent activities.

(2) Development of a statement of principles and practices to be observed by administrative and operations officials in



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f. Survey of Factual Reporting Facilities. Comprehensive review of present administrative reports with a view to determining whether responsible administrative and operating officials are being supplied with factual information and data in the form and at the time required to permit their effective use in support of covert operations. Recommendation to eliminate reports which cannot be effectively used.

3. Though all of the items listed can be attacked on a Task basis, it may be that not all of them should be attempted by the present Task Force as now constituted. It is therefore recommended that a review be made of these tasks to determine those which the Task Force should make their concern and those which can be more properly and expeditiously performed by other individuals or groups.

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